

City of Virginia Beach
**Resort Area
Parking Strategy**

**Draft Recommendations
January 2013**



Parking



Atlantic Ave



**Kimley-Horn
and Associates, Inc.**



City of Virginia Beach Resort Area Parking Strategy

Background and Introduction

Background and History

The City of Virginia Beach's Strategic Growth Area (SGA)/Resort Management Department (RMD) is charged with formulating an efficient world-class parking policy and program. The Oceanfront Resort Area deviates from traditional urban district parking strategies because it is geographically lengthy, is narrowly bounded, and has a focus of a beach front destination. The balance between governmental involvement, private requirements, and consumer demand is complex. In the City of Virginia Beach, no one entity owns the limited parking spaces, but everyone wants to use them. The City's parking can be commonly described as no one owns parking; there are limited spaces, and everyone wants to use them. Users perceive parking as a *free* public good, but parking is not free.

The City of Virginia Beach does not currently have a master parking plan. A typical master plan for a parking program assesses existing on-street and off-street parking inventories to determine deficiencies, identifies future development, projects parking requirements, and determines parking needs for a typical 15-year forecasted time period. In addition, such a master plan determines public and private parking inventory, identifies long-term strategic parking potential, reviews established methods for managing parking, and develops shared parking strategies and shared cost strategies for future parking inventories. Such a plan, thus, creates the appropriate management strategy for the overall affected community, in this case the entire Resort Area.

Resort Area Strategic Action Plan

In 2005, the Virginia Beach City Council adopted the Oceanfront Resort Area Design Guidelines. The document provided site and building design guidance for new development and redevelopment projects within the City's Oceanfront Resort Center. The guidelines included parking facilities and called for structures fitting into the design and fabric of the Resort Area. Particularly, parking facilities required mixed-use functionality. Following approval of the Oceanfront Resort Area Design Guidelines, the City of Virginia Beach enlisted the services of Sasaki and Associates to produce a Resort Area Strategic Action Plan (RASAP) providing a graphic vision of the Oceanfront Resort Area and to develop implementation plans for achieving that vision.

The RASAP included creating resort districts with distinct identities, improving connectivity, developing resort-to-neighborhood transitioning concepts, designing a means for enhancing oceanfront visualization, formatting strategies for increasing residency, attracting high-quality hotels, concentrating retail, clustering offices, and achieving a year-round resort venue. As part of the vision, parking was planned to be centralized within districts, shared parking was to be utilized to alleviate congestion, surface parking was to be reduced, and traffic was to be managed through strategic parking practices. The RASAP also identified parking locations in the Resort District and



City of Virginia Beach Resort Area Parking Strategy

potential parking locations both in the Resort District and in areas to be served by those locations within a quarter mile radius around each parking location.

To further delineate the areas within the RASAP, City staff identified seven parking districts in the Resort Area and the Convention Area which are shown in **Figure 1**. Each parking district was identified by considering the parking challenges unique to each district.

Resort Parking Districts

- 1.) North Beach District
- 2.) Laskin Gateway District
- 3.) Old Beach District
- 4.) Central Beach District
- 5.) Lakes District
- 6.) Rudee District
- 7.) Marina District

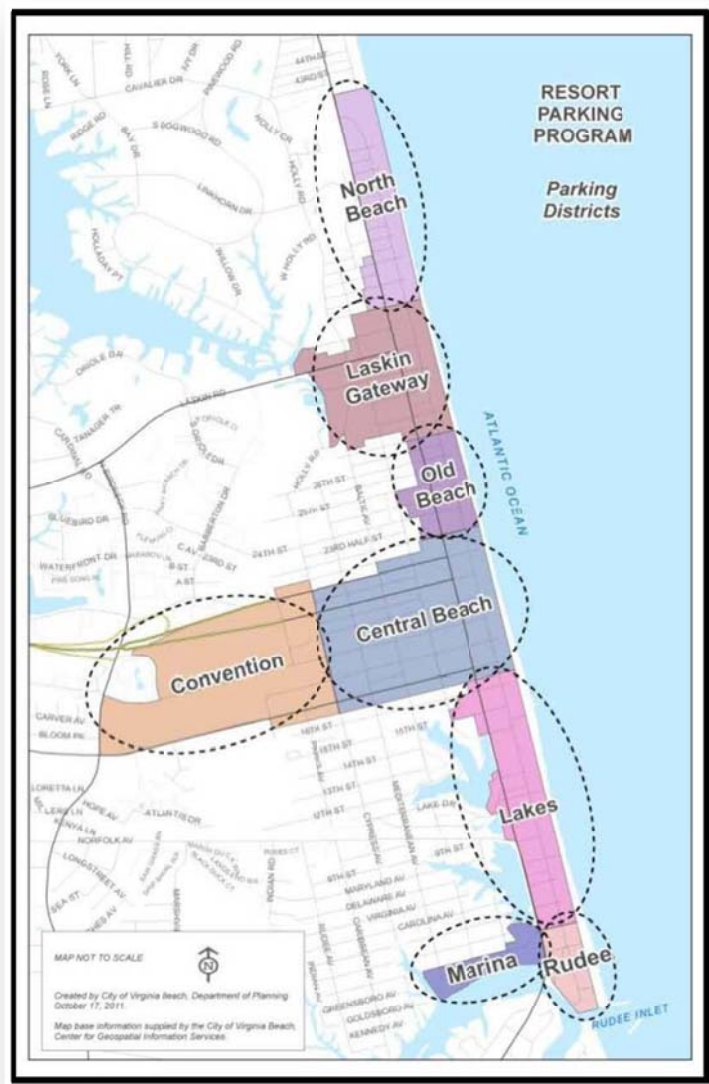


Figure 1 – Resort Parking Districts



City of Virginia Beach Resort Area Parking Strategy

The SGA office solicited input from the Resort Area Commission (RAC) and its Transportation, Parking and Pedestrian Committee (TPPC), Virginia Beach Vision, as well as other groups to develop a list of parking strategy goals as follows:

- Provide Off-Site Parking – Unlock development potential of properties
- Support Mixed-Use Development – Support attractive, quality mixed-use and multiple-use developments
- Fair Access to Facilities – Equitable access to facilities and opportunities
- Encourage Year-Round Activity – Promote year-round business and residential activity
- Enhance Transportation – Support multi-modal transportation alternatives
- Reduce Parking Impact to Residential Neighborhoods – Minimize parking impact in neighborhoods
- Reduce Traffic Congestion – Minimize vehicle cruising time and carbon emissions
- Minimize Atlantic Avenue Parking – Decrease parking or the visibility of parking between Atlantic Avenue and the Boardwalk
- No Financial Burden on the General Fund – Avoid negative impacts to the general fund or existing tax revenue sources
- Determine Parking's Fiscal Impact – Analyze new development tax revenues as a potential funding source for parking supply
- Costs – Ensure parking revenues pay actual cost of development, maintenance and management.

In 2011, the SGA/RMD began preparing a Draft Resort Parking Strategy which analyzed existing parking inventory and use, projected future parking needs based on existing use patterns, and identified parking strategies and a parking management structure. Within the existing use analysis, the draft strategy also examined the Residential Permit Parking (RPP) program and the employee parking permit program. The draft strategy identified some of the challenges with both programs and gathered concepts for potential solutions but no final recommendations were analyzed or made.

The Draft Resort Parking Strategy also examined future parking needs. This formed the basis for the preliminary analysis and possible structure for the application of the Form-Based Code, as well as how Form-Based Code would be applied as new developments and redevelopment projects are proposed. As the oceanfront area redevelops and becomes more urbanized, single-use surface parking lots will be replaced with more intensified productive land uses. Parking facilities will accommodate more than one business use resulting in what is often referred to as mixed-use parking facilities. Parking spaces will be used by multiple users and the intensified urban environment will encourage less dependency to drive to each destination creating multiple trips in a day.



City of Virginia Beach Resort Area Parking Strategy

These mixed-use parking facilities provide opportunities for use of “park once” philosophies—where visitors are encouraged to park only once, using alternate transportation methods such as transit, trolley, biking, and walking to reach multiple destinations. The overall and long-term effects of Form-Based Code will be that the area will shift from suburban parking requirements—separate parking lots at each destination—to urban parking requirements—parking designed to be convenient to many locations or businesses. Form-Based Code will allow shared parking plans to be implemented, shifting trip choice from dependency on automobile trips to greater selection of multimodal transportation systems, ultimately resulting in less traffic congestion.

The draft strategy indicated that while the current management structure functions effectively, future citywide development will increase the complexity for establishing additional parking supply. These complex issues include long-term private sector development knowledge, land acquisition constraints, and parking rate establishment delays.

The SGA's Draft Resort Parking Strategy was intended to be a starting point for developing a coherent, comprehensive, and fiscally-responsible parking strategy. The report provides a list of Immediate Staff Actions while the longer term analyses of fiscal impacts were undertaken. This allowed the consideration of the Form-Based Code discussion to move forward while business and community concerns about immediate issues are addressed. The draft report was presented to the Council as they continued discussion about the proposed Form-Based Code. The list of Immediate Staff Actions included:

1. **Establish a Parking Facility Annual Lease Program** - This allows the City to develop a policy and gain authorization allowing one- to five-year City and/or private facility parking leases which meet land use/zoning requirements.
2. **Address RPP Program and Employee Parking Issues and Concerns** - This allows the City to address concerns raised by residents regarding impacts to their residential neighborhood streets and the concerns raised by businesses regarding impact to employee parking in the in the RPP District.
3. **Create a Public Parking Bicycle Program** - This allows the City to develop recommendations for bicycle parking in city lots and facilities, and on streets.
4. **Research Parking Technological Management Programs** - This allows the City to research and consider technology for static and dynamic wayfinding, metering, and facility occupancy counting equipment with dynamic space display signs, thus improving parking occupancy and traffic congestion, vehicle queuing, and air quality.
5. **Initiate Consultant Services** - This allows the City to address parking phases, consider rate structures, and forecast future demand and fiscal impact.



City of Virginia Beach Resort Area Parking Strategy

City Council Resolution

The City Council considered the Form-Based Code and approved it contingent upon the creation of a Resort Area Parking Strategy that provides a comprehensive parking strategy for the Resort Area necessary for the success and optimization of Form-Based Code development. In developing the parking strategy, the specific goals identified in the Draft Resort Parking Strategy prepared by City staff were to be considered as well, including protecting established neighborhoods, supporting businesses and employee parking, encouraging year-round business activity, identifying new funding sources to support parking facility development, developing maintenance and management strategies to ensure no impact to existing revenue sources, etc. This City Council Resolution was adopted in July 2012 and is provided in the Appendix.

Introduction

Following the action of City Council in July, 2012, for approval of the Form-Based Code, the City of Virginia Beach retained Kimley-Horn and Associates, Inc. (Kimley-Horn) to develop the Virginia Beach Resort Area Parking Strategy for the Resort Area.

The typical development of a parking strategy and management plan includes the development of a separate parking strategic plan which provides high-level, community-wide parking vision statements and mission statements, and a parking management plan which includes all of the elements to facilitate implementation of the overall parking strategy.

For the City of Virginia Beach, the full implementation of a parking strategy for the Form-Based Code requires the following plans to be developed as part of the overall Resort Area Parking Strategy.

1. **Resort Area Parking Strategic Plan** – This plan applies to the entire Resort Area, establishes the vision for the Resort Area, and presents the Mission Statement and the Guiding Principles.
2. **Resort Area Parking Management Plan** – This plan provides the elements for implementing the Strategic Plan throughout the seven districts of the Resort Area. The Resort Area Parking Management Plan includes elements that are common to and will apply for all seven districts.
3. **District Parking Management Plans** – District plans are unique to each district within the Resort Area. Each district should have a detailed parking study prepared which evaluates current use of parking inventories, projects future parking needs based on existing use patterns, identifies parking management elements, and determines a parking management structure. Although the district plans are unique to each district, each plan will identify elements which are consistent to those in the Resort Area Management Plan.
4. **Resort Area Parking Governance, Management, and Facilities Development Plan** – This plan identifies how new parking facilities will be planned, constructed, financed, managed, operated, and maintained. This plan will apply to the entire Resort Area. This



City of Virginia Beach Resort Area Parking Strategy

plan may incorporate a hybrid system that allows one structure to own, construct, issue bonds or other financing tools, lease, and establish and revise regulations, while another entity administers and manages the parking program.

The Resort Area encompasses a large geographic area in terms of analyzing parking use. The Resort Area includes seven distinct districts, each comprised of different characteristics. For the purposes of this study, Kimley-Horn was tasked with developing the overall Parking Strategy which includes the framework for developing a Parking Strategic Plan, an area-wide Parking Management Plan, and a district Parking Management Plan for the Central Beach District. Given the short time frame in which to complete this study, collecting and analyzing the data for all seven districts was prohibitive. Data collection at the Central Beach District was chosen to provide a representative sample of the key parking characteristics needed for analysis.

The Central Beach District was selected for a variety of factors, including the complexity of the district, near-term potential for new development projects, and the fact that it includes the largest parking inventory, providing diversity in parking space use and potential shortfalls of parking.

The Central Beach District, as identified by Sasaki in the RASAP, included an area generally bound by 22nd Street to the north, 17th Street to the south, the Boardwalk to the east, and Mediterranean Avenue to the west. The Central Beach District is illustrated in **Figure 2**.



Figure 2 – Central Beach District

In developing the Resort Area Parking Strategy, it was important to gather parking data not only within the Central Beach District, but also in the areas adjacent to the Central Beach District. The study area included data collection limits included the areas bound by 25th Street to the north, 16th Street to the south, the Boardwalk to the east, and Cypress Avenue to the west.

Defining Characteristics of a Parking Plan

Parking plans assist communities around the country in elevating the levels of success and performance for cities' downtowns or other development districts. These parking programs are guided by a new strategic approach to parking management.

The most successful and progressive parking programs in the country today are those where parking is managed by organizations that have, as their primary mission, downtown/venue development, downtown/venue management, or urban revitalization. Because of this broader community development perspective, these agencies manage parking not as an end unto itself, but as one mechanism to achieve their large strategic goals. Thus, they make different decisions relative to parking policies compared to traditional parking programs that are often guided by revenue, enforcement, or regulatory objectives.



City of Virginia Beach Resort Area Parking Strategy

This parking plan has been developed to provide a key component of the City of Virginia Beach Resort Area Parking Strategy.

The defining characteristics of a well-designed parking plan and program include the following:

- The development of a “vertically integrated” parking management organization.
- A focus on providing high levels of customer service and creating new standards for parking operations resulting in safe, comfortable parking areas that allow for customer ease of use.
- A comprehensive and integrated approach to both parking and transportation issues.
- An alignment and integration of parking philosophy and programs with larger community strategic goals.
- Leveraging new technological advances to better use parking inventories, thus helping the communities and neighborhoods by improving circulation and reducing vehicle congestion and queuing.
- Creating a defined parking investment strategy as an element of the larger economic development strategy.
- Partnering with private sector parking owners and developers to create mutually supportive parking strategies to serve the overall community needs
- Promoting the new generation of parking facility designs and integrated mixed-use facilities.
- Actively promoting new sustainable design and management principles.

The development of a well-defined, comprehensive parking program has several important effects. Parking can be better planned and integrated as a critical component of the Resort Area infrastructure. Similarly, it can be more effectively leveraged as an economic development strategy, as a customer service agency, and as an important element within the large multifaceted community access system.

Finally, with a well-defined plan, many of the goals and challenges with the existing Resort Area will be resolved. The Resort Area can more effectively and successfully become a year-round destination, and the impacts to residential neighborhoods will be minimized without the need to further impose onerous restrictions for parking regulations and enforcement. In many communities where comprehensive parking programs have been implemented, vibrant, economically-successful areas are sustained without RPP programs even being required.



City of Virginia Beach Resort Area Parking Strategy

Reform the Approach to Parking

Virginia Beach's Resort Area has parking challenges historically typical to many beachfront cities. The imbalance between the seasonal peak of resort hotel guests, day-only beach visitors, and high employee levels and the off-season's more limited activity challenges the sustainability of businesses, infrastructure, and the surrounding community. This drives away investment and development opportunities to outlying suburban areas.

The Resort Area Parking Strategy is transformative in that it addresses parking as a vital component of the Resort Area experience. Beyond merely warehousing vehicles for a temporary period of time, parking should be viewed as the interface between the vehicular and pedestrian experiences. When viewed from this perspective, the entire destination experience begins and ends with parking for those who drive. Visitors' first and last impression of their resort experience is the parking. This strategy aims to reshape parking in the Resort Area to ensure an understandable, inviting, and enjoyable experience.

Identify and Prioritize "Synergistic Opportunities"

Parking has thousands of direct and indirect customer "touches" per day. Making as many of these "touches" as possible a positive rather than a negative experience can have a dramatic impact. The strategies to achieve this experience change often and can solve multiple problems in a single stroke. These are referred to as "synergistic opportunities."

Take, for example, a shift from single-space parking meters to multi-space meters with a pay-by-cell phone option. This one application has helped other cities which have implemented similar systems accomplish the following goals:

- Enhanced Customer Experience
 - Multiple payment options (customers don't need change for the meter)
 - The option to have a receipt
 - Customers can receive a text notifying them that their meter is about to expire and giving them the option to add more time via cell phone from wherever they are, without having to trek back to the meter
 - If all the meters are networked, a patron can add time from any meter if needed, not just the one by their vehicle
- Improved Urban Streetscape
 - Reduced streetscape clutter (one meter per block vs. eight or more meters)
 - Reduced signage
- Improved Operating Efficiency
 - Enforcement personnel can just go to one machine or receive text messages about over-time stays
 - Multi-space machines hold more coins, equating to fewer visits to empty machines



City of Virginia Beach Resort Area Parking Strategy

- Wireless notification of when a meter is approaching “full” allows for “just in time” collections, improving efficiency
 - Fewer machines to maintain or that can become inoperable
- Enhanced Revenue
 - In most applications, multi-space meters can generate approximately 15% - 30% in increased revenues on the same number of spaces, primarily due to the acceptance of credit cards
- Sustainability
 - Solar powered meters
 - Reduced vehicle miles traveled from “parking cruising”

In Summary...

Placing more focus and investment in parking will provide significant community dividends if done well. Parking affects Resort Area visitors, employees, residents, and businesses in very direct and tangible ways. Improvements to parking programs are noticeable and important. It is important that the public sector not ignore parking and relegate it as purely a private sector issue, nor see itself as competing with private sector parking owners. Each entity must support each other with a commitment to developing a shared goal of success and serving the community which they support. The City of Virginia Beach needs not only to be involved, but also must set a high community standard when it comes to managing this important community asset.

City of Virginia Beach
**Resort Area
Parking Strategy**

Parking Strategic Plan



Parking



Atlantic Ave



**Kimley-Horn
and Associates, Inc.**



City of Virginia Beach Resort Area Parking Strategy

Parking Strategic Plan

A **Parking Strategic Plan** defines the organization's process for defining its strategy or direction to provide the path for allocating resources to pursue the strategy. The key components of a strategic plan include the organization's vision, mission, values, and strategies.

The *Parking Vision Statement* outlines what the organization wants its parking program to be, or how it wants the community in which it operates to view its parking program. It has a long-term view and concentrates on the future; it serves as a source of inspiration.

The *Mission Statement* defines the fundamental purpose of the parking program by describing why it exists and what it does to achieve its vision for the parking program.

The *Guiding Principles* provides a list of principles that provides the value for the parking program and drives the organization's culture and priorities for development of the parking program. It provides the framework in which decisions are made.

Many communities mistake the vision statement for the mission statement; sometimes one is simply used as a longer-term version of the other. However, they are distinct—the vision is a descriptive picture of a desired future plan, while the mission is the statement of a rationale, applicable now as well as in the future. The mission is therefore the means of successfully achieving the vision.

For an organization's parking vision and mission to be effective, they must be assimilated into the organization's culture. They should be assessed internally and externally. The internal assessment should focus on how members inside the organization interpret their mission statement. The external assessment must include the businesses and community stakeholders to gain the value of their different perspectives.

Parking **Guiding Principles** direct the organization throughout the development and life of the parking program regardless of change in goals, strategies, or elected officials, city staff, or management.

By implementing this Parking Strategic Plan, the City will be one step closer to achieving its goals of emerging as a year-round, destination resort location that thrives with economic energy for the City, its businesses, its residents, and its guests.



City of Virginia Beach Resort Area Parking Strategy

Parking Strategic Plan Overview

The City's Parking Strategic Plan begins with restating and updating its Vision, Mission, and Objectives Statements. These statements clearly present a move away from "parking as usual". The major organizational element of the Parking Strategic Plan is a series of well-defined [Guiding Principles](#), which help define strategic goals that guide decision-making. Each [Guiding Principle](#) has specific implementation action plan items that are the heart of the strategic plan. Organizing the action items by the [Guiding Principles](#) categories helps ensure that the plan is staying true to the larger strategic objectives and overall Parking Strategic Plan goals.

Vision Statement:

The City will develop proactive and effective public parking policies and provide management oversight of City-owned public parking assets. The City will manage parking to be responsive to Resort Area stakeholders and strategically leverage parking as a tool for economic development. The City will develop and operate a parking program that supports the overall growth and economic development of the Resort Area community. The parking program should enhance the Resort Area experience and provide support to the Resort Area business community.



City of Virginia Beach Resort Area Parking Strategy

Mission Statement:

The mission of the City is to develop and maintain a comprehensive and “Best in Class” parking program. The City will be an active partner in promoting community development and creating sustainable parking and transportation options. The City Parking program has an ultimate goal to support and enhance the vitality of the Resort Area.

The City will provide exemplary customer service for the Resort Area community. The parking program will provide a central resource for the planning, development, and management of public parking. Key goals will be to simplify and improve the parking experience for Resort Area patrons. This will be accomplished through the creation of a vertically-integrated parking management system that will provide enhanced planning and investments in new parking technology and strategic parking asset development. The program will work toward a goal of being a self-supporting enterprise fund.

Strategic Plan Objectives

To implement Parking Strategic Plan recommendations based on community developed [Guiding Principles](#) for the Resort Area that supports the development of vibrant, healthy, and accessible resort districts. The plan recognizes the existence of unique districts within the Resort Area and the need for distinct parking management plans for each district.

Key Strategic Plan Objectives

- Meet the parking and access needs of commercial, retail, entertainment, hotel, and residential uses and will be integrated into the larger Resort Area Parking Strategy, economic development plans, neighborhood redevelopment plans, and transportation planning initiatives.
- Provide excellent and continuously improving facilities and services.
- Improve coordination and collaboration with private sector parking owners and management and introduce new public facilities and services where needed.
- Develop facilities, services, and operational standards that contribute to an improved, more vibrant Resort Area.
- Participate in economic development activities that will help advance a stronger Resort Area.



City of Virginia Beach Resort Area Parking Strategy

Operating Principles

- Do business in a matter that contributes to the public good.
- Focus on providing parking infrastructure and assets along with community development support where the private sector is not willing to participate.
- Identify and create partnership opportunities to stimulate private sector engagement.
- Play a leadership role in terms of service, delivery, sustainability, community safety, and accessibility. New parking facilities will pursue appropriate sustainable certification, will promote enhanced Resort Area safety and security through the implementation of crime prevention through environmental design, and will promote the highest level of accessibility by adopting universal design principles relative to parking facility design.
- The City will continue to set the community standards for parking programs, facility, and operations with a goal to raise the standards throughout the Resort Area.
- Pursue innovative management strategies and develop enhanced interagency collaboration for the benefit of the entire parking program.

Broad Operating Goals

- Be Engaged – Participate where needed in other strategies to enhance the overall outcome.
- Be a Community Educator – Educate the community on the key roles parking and transportation play in the creation of a thriving Resort Area.
- Be Innovative and Creative – Develop new solutions.
- Be Efficient and Productive – Leverage technology to enhance operating efficiency and grow revenues.
- Be Goal Oriented – Achieve specific annual program and budget goals.
- Create a New Focus on Economic Development – Concentrate on objectives that will contribute to community economic development and Resort Area building.
- Remain Customer Service Oriented – Make parking interactions a positive component of the Resort Area experience as much as possible.

Guiding Principles

Overview

The goal in crafting these Parking Strategic Plan [Guiding Principles](#) was to develop a comprehensive approach to parking planning and management for the Resort Area. This approach will provide an integrated, action-oriented, and accountable system of parking and access management strategies that support, facilitate, and contribute to a sustainable and vibrant Resort Area. The [Guiding Principles](#) are designed to be strategic in nature, responsive to the community, and aligned with the larger community's strategic and economic development goals.



City of Virginia Beach Resort Area Parking Strategy

These **Guiding Principles** will encourage the use of parking and other transportation resources to support and facilitate priority economic development goals, serve prioritized user groups, and address the unique challenges found in the seven Resort Area districts. They will also serve as a foundation for near- and long-term decision-making related to parking management and development in the Resort Area.

Typical characteristics of **Guiding Principles** for parking strategic plans often provide goals which center around these general precepts:

- Investing in strong program leadership
- Creating community partnerships
- Focusing on improving customer service and creating new standards for parking facility operations
- Developing a comprehensive approach to integrating parking and transportation planning into “an integrated access management system”
- Aligning and integrating parking philosophy and programs with larger community strategic goals
- Leveraging new technological advances
- Creating a defined parking investment strategy
- Promoting the new generation of parking facility designs and integrated mixed-use facilities to improve the urban form going forward
- Developing and applying sustainable design and management principles

The 10 **Guiding Principles** for parking and access are based on the premise that ongoing Resort Area development will require an integrated and comprehensive package of parking and related transportation/access strategies geared to support economic development and regional marketing strategies for the Resort Area.

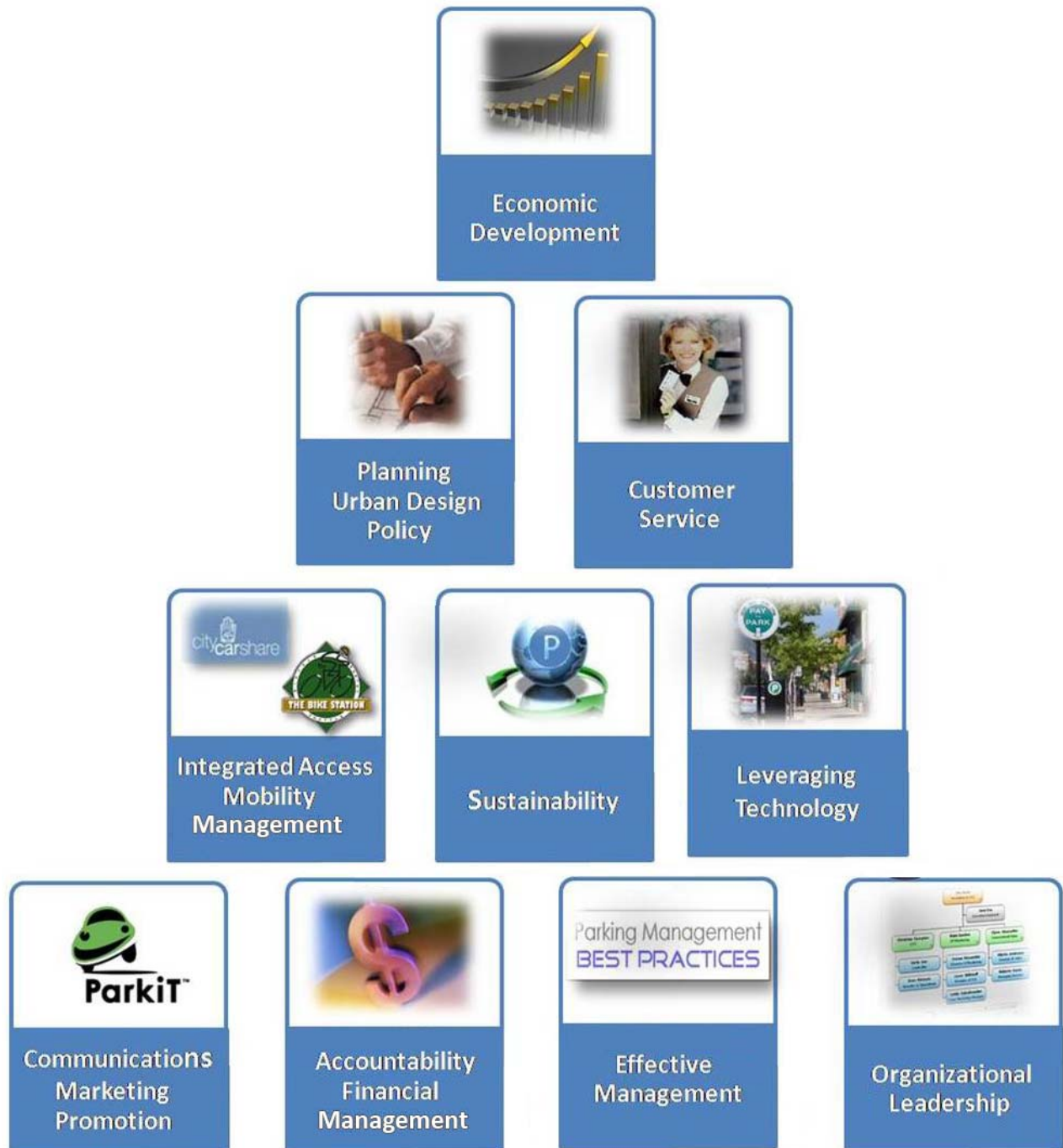
Parking Strategic Plan Guiding Principles

1. Economic Development
2. Planning/Urban Design Policy
3. Customer Service
4. Integrated Access/Mobility Management
5. Sustainability
6. Leveraging Technology
7. Communications/Marketing/Promotion
8. Accountability & Financial Management
9. Effective Management
10. Organizational Leadership



City of Virginia Beach Resort Area Parking Strategy

Parking Strategic Plan Framework





City of Virginia Beach Resort Area Parking Strategy

1. Guiding Principle for **ECONOMIC DEVELOPMENT**

The City will be guided by the City Council-adopted policy directives that are the result of collaborative processes between City staff, the City of Virginia Beach Economic Development Department, Resort Area agencies, and involved Resort Area stakeholders.

The City will assume a leadership role in developing public policies that support parking and access management as a key element of the Resort Area economic development strategy.

The City will use its resources to promote mixed-use and shared-use parking strategies as well as alternative modes for commuter access through the creation of incentives, partnerships, and programs to attract private investment. This will include reviewing and updating existing City parking requirements as appropriate.



It is envisioned the City will work in partnership with the City of Virginia Beach Economic Development office and other entities actively engaged in community and economic development work in the Resort Area. The addition of the City's new parking management focus in economic development projects will encourage the leveraging of strategic parking development as a significant tool to promote targeted and prioritized development projects in the Resort Area. The development of new parking supply also will be a tool to ultimately reduce the number of surface lots by making these sites more attractive as development opportunities.

2. Guiding Principle for **PLANNING/URBAN DESIGN POLICY DEVELOPMENT**

The vision of an enhanced planning and policy development function will be pursued on multiple levels.

Effective parking planning will mean an improved understanding of parking supply/demand, the application of advanced planning policies, and the development of parking infrastructure that will enhance and better support the community strategic goals and urban design.

Parking management strategies and programs should support and complement other access modes as a means to better facilitate the accessibility and user friendliness of the Resort Area as a preferred resort destination for the greater East Coast region. Resources shall be effectively planned and managed to promote and support multiple access modes into and around the Resort Area. Primary access modes include automobile, transit, trolley, bike, and pedestrian users.



City of Virginia Beach Resort Area Parking Strategy

Well-defined parking facility design criteria, parking-related streetscape enhancements, and effective integration of signage and wayfinding elements are all areas that this [Guiding Principle](#) will promote. Parking facility ingress and egress points for planned parking facilities will be sensitive to protecting and reducing directional traffic on Atlantic Avenue and Pacific Avenue where appropriate.

3. Guiding Principle for [CUSTOMER SERVICE](#)

Parking will support the Resort Area as a desirable destination for businesses, shopping, dining, and recreation by making parking a positive element of the overall Resort Area experience.

The parking system will strive to develop and operate parking facilities that are clean, convenient, safe, and secure for both the general public and local businesses' staff.

Parking program staff will be in uniform, present a friendly and professional appearance, and receive on-going customer service and Resort Area ambassador training. The use of parking technology will be balanced by an increased focus on customer services and easy to understand program policies.



Customer service programs should also embrace a joint effort with private parking facility owners and operators in developing and promoting all of the Resort Area's parking supply. Not only will such programs increase customers and visitors in the Resort Area for everyone, but they also will maximize the use of all parking inventories and shift parkers from the residential areas back into public and private parking lots.

Responsiveness to community needs, openness to fresh ideas, and active participation with local business partners while jointly participating in seasonal and peak parking planning strategies is a "win-win" for everyone and will be among the ongoing goals of the City.

4. Guiding Principle for [INTEGRATED ACCESS/MOBILITY MANAGEMENT](#)

The Resort Area Parking and Access Strategic Plan will promote a "park once" strategy that emphasizes linkages to other forms of transportation.

Progressive urban design guidelines will create and enhance positive pedestrian experiences, particularly surrounding parking facilities.

The Resort Area core should provide an access system that supports its role as the central point from which customers and visitors are connected to all the districts of the Resort Area.



City of Virginia Beach Resort Area Parking Strategy

Access linkages include parking, transit, trolley, and pedestrian/bicycle systems. Access linkages within the core and between districts should be clearly identified through signage, wayfinding, and other communications (printed materials, websites, social media, resort advertising, etc.) to increase customer understanding of how to navigate the Resort Area while parking once for their entire visit.

5. Guiding Principle for **SUSTAINABILITY**

Initiatives to promote more sustainable and efficient operations will be actively pursued.

“Green” parking strategies that can result in more efficient use of parking facilities and provide other benefits (including reduced congestion, improved transportation choices, more efficient land use, and improved streetscape aesthetics) will be explored and supported.

The City will embrace and incorporate “Green” parking strategies in its parking structure design guidelines and incentivize developers and property owners to encourage the incorporation of “Green” parking strategies in the design of new facilities.

The City will embrace “Green” strategies in its parking operations and management plans.

The City will review, consider, and endorse the “Green” Parking Council Plan when it is released in late 2013.

Sustainability will be an integral part of the day-to-day operations of the Resort Area’s parking strategy and management plan.



6. Guiding Principle for **LEVERAGING TECHNOLOGY**

The parking management program will be an early adopter of technology solutions to enhance customer parking information and service options.

A key goal is to make parking more of an amenity to visiting the Resort Area and less of an impediment.

Technology will be leveraged to streamline and simplify access to the Resort Area and will be a key parking management strategy. Another key technology-related goal is to enhance the efficiency and effectiveness of parking management staff and programs.

Parking Guidance Systems with static and dynamic signs would greatly reduce the vehicle congestion and queuing of vehicles and provides communication systems for drivers to make valid



City of Virginia Beach Resort Area Parking Strategy

choices about finding available parking inventories. Such systems can provide communications and directional information for both public and private parking facilities.

Monument signs at entrances to parking facilities indicating available parking inventories and internal floor-by-floor signs indicating available parking space inventories assist drivers to make choices about which facilities to park in and to elect to drive directly to parking levels with available parking. These systems reduce internal vehicle queuing and vehicle emissions.

It should be noted that the City is already evaluating new on-street parking technology upgrades. However, the pace of change in parking technologies is so great that a continued focus on reviewing and staying current with technology use will greatly improve parking, access, and circulation issues for the Resort Area; reduce vehicle emissions and queuing; improve air quality; and reduce residential neighborhood traffic and parking impacts.



7. Guiding Principle for COMMUNICATIONS/MARKETING/PROMOTION

Parking and access management programs and facilities will be developed to function as a positive, marketable asset for the Resort Area.

Parking management strategies and programs will be cross-marketed and will support multiple access modes as a way to maximize total access capacity and to promote the Resort Area as a year-round, unique, and visitor-friendly regional destination.

Parking availability and program contributions shall be well publicized to enhance the perception of parking as a positive element of the Resort Area experience. Reinvestment of parking resources back into the Resort Area will be expanded and promoted.



CITYPARK

The City will develop a parking “brand” which will allow parking program identity so that visitors and customers can easily recognize and locate available parking locations.

An enhanced focus on on-going community engagement and enhanced communications strategies is recommended. Examples of this include a comprehensive web-site, the creative use of “how-to” videos online, the development of mobile device applications and/or social media sites, etc.



City of Virginia Beach Resort Area Parking Strategy

8. Guiding Principle for **ACCOUNTABILITY AND FINANCIAL MANAGEMENT**

The parking system will work toward a goal of being a self-supporting enterprise fund.

Develop a parking management program that is responsive to community needs and that is “action oriented” and accountable to stakeholders.

By aligning all parking revenue streams from on-street, off-street, and enforcement—and potentially special asset leases/sales, parking space leases, in-lieu fees, parking zoning credit funds, etc.—it is possible to develop a parking system that self-funds all operating and maintenance expenses, facility maintenance reserves, planning studies, and future capital program allocations.

It is not uncommon that cities will find that some parking revenues are not recognized within parking programs or they may be reported within other departments. When all parking revenues are consolidated into a single parking revenue and expense statement, it will begin to provide a comprehensive view of how well the City’s parking-related income and expenditures are performing—a true accounting of parking finances. This provides the City the opportunity to begin to evaluate its effectiveness in creating a self-sustaining parking program that is not dependent on the City’s general fund.

On-going analysis and reviews of parking charges, fees, and rates will provide the City with an up-to-date analysis of moving rates and fees to their true market value of the cost of parking operations, parking facilities, and improvements.

Parking management should work toward developing a parking system that continues to be self-supporting and sets aside funds for maintenance reserves and future capital asset funding.

Parking management strategies and programs should provide an integrated, action-oriented and accountable system of access that supports, facilitates, and contributes to creating an ideal Resort Area.





City of Virginia Beach Resort Area Parking Strategy

9. Guiding Principle for **EFFECTIVE MANAGEMENT**

The City will create a forward-thinking, “best in class” parking and access management program.

The City should anticipate future patron needs in the context of the Oceanfront Resort Area Design Guidelines and other planning initiatives, and seek to integrate supportive parking and multimodal access strategies as appropriate.

Evaluation of other parking management best practices and new technologies should occur on an on-going basis.

Effective facility maintenance, infrastructure reinvestment, and other system management fundamentals will be routinely addressed. The Resort Area will see increased focus in the next five years.

10. Guiding Principle for **ORGANIZATIONAL LEADERSHIP**

The parking system will be organized to be “vertically integrated” with responsibility for:

- *On-street parking*
- *Off-street parking*
- *Parking enforcement*
- *Residential Permit Parking Program/permit issuance*
- *Parking planning and development*
- *Parking demand managed by one department or entity*

To develop and sustain the Resort Area access improvements, key decision makers that have the authority and resources will be actively involved and committed to creating and supporting an integrated, seamless, and multimodal access strategy for the Resort Area.

By consolidating the various parking functions under a single department, the City will have established a consolidated system that is action-oriented, responsive, and accountable, with improved coordination and operating efficiencies.

As part of that consolidation, the City should consider establishing an easily identifiable and recognizable name for the parking system, such as Virginia Beach Parking Management Collaborative or similar. This will differentiate the program from other resort-based entities and program. In addition, some form of stakeholder/business-owner entity should be identified which will allow collaborative and participatory communications to be developed for partnering with private parking facility owners and operators.





City of Virginia Beach Resort Area Parking Strategy

GUIDING PRINCIPLES SUMMARY

*These **Guiding Principles** will serve as a foundation for near- and long-term decision-making and implementation of parking management and access strategies in the Resort Area.*

*These strategies are intended to support the on-going economic development and vitality of the Resort Area. **This is a process—not a one-time task.***

*The consensus nature of these **Guiding Principles** should provide a solid foundation from which to begin implementation of an effective program of strategies designed to support the Resort Area.*

It will be important for the City and City officials to codify the Parking Strategic Plan **Guiding Principles** as part of the City or agency code to assure their on-going role in facilities decision-making for the parking and access systems over time.

Teamwork and collaboration between City officials, Resort Area business owners, other agencies, and stakeholders will be a key for success moving forward.

City of Virginia Beach
**Resort Area
Parking Strategy**

Parking Management Plan



Parking



Atlantic Ave



**Kimley-Horn
and Associates, Inc.**



City of Virginia Beach Resort Area Parking Strategy

Parking Management Plan

The Parking Management Plan includes the framework that will apply to all districts within the Resort Area. It includes a plan for administration, management, and operation of the parking for the entire Resort Area and is guided by the elements of the Strategic Plan, including the vision, mission statement, and guiding principles.

The Parking Management Plan includes 10 functions which parallel the 10 Guiding Principles:

1. Economic Development
2. Planning/Urban Design Policy
3. Customer Service
4. Integrated Access/Mobility Management
5. Sustainability
6. Leveraging Technology
7. Communications/Marketing/Promotion
8. Funding/Financial Management & Accountability
9. Effective Management
10. Management/Organization/Leadership

These primary elements are designed to have “transformative impact” on the Resort Area environment through enhanced partnerships with the City, community, business owners, developers, economic development agencies, and community stakeholders. This plan was developed with the intention of promoting change through a comprehensive and progressive shift in parking and transportation policy development, technology investment, and management restructuring.

The City already may have some or many of these elements in place. This plan is not intended to identify or serve as an evaluation or audit of existing parking management services and processes, but to assist the City in incorporating and developing a comprehensive Parking Management Plan. These elements are intended to highlight areas where transformative impact opportunities exist to develop the existing parking program into the program that is described in the Vision and Mission Statements. It also is intended to identify and highlight the elements that go into a well-managed comprehensive program in order to raise awareness within the community of the significance of public parking in Virginia Beach and the parking services that are provided by the City.



City of Virginia Beach Resort Area Parking Strategy

CATEGORY 1 – ECONOMIC DEVELOPMENT

Integrating parking as an element of community and economic development strategies is a critical path for the implementation of the Resort Area parking plan. The options provided in this category begin to enhance and unlock economic development opportunities. Additional strategies include:

- Promote public-private partnerships related to future parking structures
- Reinvestment of parking revenues into local district improvement or parking structures

CATEGORY 2 – PLANNING/URBAN DESIGN POLICY

Parking management should have an active planning function related to on-going parking forecasting and assessment of current parking use, planning for new supply, and assessing zoning requirements to continue to be current with the needs of the Resort Area. This will help to ensure the economic vitality of the overall Resort Area and that each district is experiencing development and redevelopment in a balanced manner.

- Enhance Parking Planning and Special Projects Capability – The City should critically evaluate the parking department's planning strengths and consider the need to provide additional tools, resources, and a planning staff person if warranted. This will allow the department to gather data about current parking use, providing an on-going analysis to assist the City in determining when and where additional parking is needed. Most planning processes at similar cities require about four years from the beginning process to construction completion to add to new parking facilities. A proactive process and on-going needs assessment will assist the City in staying current when needs arise.
- Formalize Parking Design Guidelines – City staff have begun to collect and develop parking design guidelines. Those should be formally developed, reviewed, approved, and made part of the City's guidelines not only for development of its parking structures but also to guide private developers in planning and designing parking facilities which are appropriate for the City, the goals of the Resort Area Parking Strategy, and the vision developed with the Form-Based Code.
- Annual Supply/Demand Update – The City should update parking utilization and supply demand forecasts for the Resort Area on an annual basis. Once the baseline supply/demand forecasts are established, simple annual data collection will allow the City to update the overall supply/demand forecasts. This allows the agency to track trends and changes of the overall Resort Area and specific changes in trends within each district.
- Integration of Other Transportation Modes – As part of the on-going planning process, supply/demand analysis would also track and identify impact to parking demands as a result of other transportation elements. The Parking Department should also evaluate



City of Virginia Beach Resort Area Parking Strategy

opportunities for integrating bicycle, trolley, transit, and other transportation elements into parking structures and lots and new design. This will assist in creating an active, collaborative partnership of helping to integrate access management programs and achieving their full potential.

- **Parking Zoning Code Review** – Following the approval of Form-Based Code and the features that those codes provide, a review of the parking code will be desired and needed. Over time with the level of shared parking that is allowed by Form-Based Code, changes and/or reductions in required parking may be allowable.
- **Parking Signage/Wayfinding Program** – The City should undertake a larger Resort Area parking signage and wayfinding strategy. This will allow primary and desired street travel paths to be identified or enhanced as a result of the Form-Based Code visioning documents. The signage/wayfinding plan will guide function, placement, and identification of parking locations for customers. Too often these studies are undertaken from a design perspective; those that experience the greatest functional success are those designed from a functional planning process before the design elements are incorporated.
- **Support a “Park Once” Philosophy** – Evaluate “Park Once/Pedestrian First” type concepts for the Resort Area. A convenient and reliable link (trolley) between parking structures/locations and major resort destinations should be heavily marketed. This concept also supports and promotes pedestrian environment enhancements.
- **Support Walkability Enhancements** – Encourage and support the development of enhanced pedestrian amenities to improve the walkability of the Resort Area.
- **Consider Development of “Parking Program Criteria Documents”** – Program criteria documents can assist in improving the parking facility design process by providing operational parameters, equipment specifications, and security goals for new parking lot/structures. An example of this would be to provide equipment specifications or vendor recommendations to designers for systems that will be compatible with dynamic wayfinding and parking guidance systems to allow participation in real-time data transfer for smart phone applications.
- **Train Staff on the Basics of Parking Facility Design and Development** – The more parking staff is aware of the key issues and processes that are involved in new parking facility design and development, the more value they provide into the operational insights during the design process.
- **Ensure Staff Stays Current and Familiar with New Parking Technology Advancements** – Staff aware of the rapid advancements in parking technologies are better positioned to recommend options to improve efficiency and enhanced customer services.



City of Virginia Beach Resort Area Parking Strategy

CATEGORY 3 – CUSTOMER SERVICE

Improving the customer experience includes both active and passive strategies to change the experience for guests and patrons. These strategies may include:

- Customer Service Training – Enhance and on-going customer service training for all parking system staff that interact in any way with customers.
- Customer Satisfaction Surveys – This tool provides mechanisms for customers to provide feedback and for parking staff to evaluate how they are doing, allowing staff to make adjustments as needed.
- Secret Parker Program – This allows the agency to get feedback firsthand about a parker's experience. Secret Parkers are usually given small value coupons for coffee or other local business services for their feedback.
- Establish a Parking Hot Line – Feedback could be gathered via a phone line, a link on the parking website, or an e-mail address.

CATEGORY 4 – INTEGRATED ACCESS/MOBILITY MANAGEMENT

The concept of “Integrated Access Management” serves as a means to broaden the program scope through the creative integration of parking, transportation demand management, and planning.

In many environments/communities, the planning and transportation functions appear to have different or competing goals. In an integrated program approach, the goals of both programs merge and work together more collaboratively, and result in benefits for the entire community. To do this:

- Support and Promote “Integrated Access Management” – This approach allows the parking and transportation functions, agencies, and departments to share a common visions of what “enhanced Resort Area access” means.
- Explore both “Supply-Side” and “Demand-Side” Parking Management Strategies – One effective way at looking at the concept of “integrated access management” is to consider it from the perspective of “supply-side strategies” and “demand-side strategies.” This assists parking management strategies in providing a diverse range of transportation options, alternatives, and demand management programs to reduce the need for additional parking supply.



City of Virginia Beach Resort Area Parking Strategy

CATEGORY 5 – SUSTAINABILITY

Many cities are incorporating sustainability into their programs, contributing to their share of enhancing “Sustainability Initiatives” related to parking. For example, sustainability can be incorporated into parking programs through:

- Developing strategies to reduce single-occupant vehicle use (through the Demand Management Options outlined in the previous section, “Integrated Access/Mobility Management”). These represent several key elements of the program’s sustainability initiatives, particularly for employees in the Resort Area.
- Evaluating and promoting “Green Design” related to new parking structure projects in the future.
- Implementing environmentally-friendly parking facility maintenance strategies
- Promoting incentives to encourage more environmentally-friendly transportation choices to invest in green technologies. Set an example for the Resort Area as well as the greater community.

CATEGORY 6 – LEVERAGING TECHNOLOGY

The City should assess the potential for improving parking system integration, management reporting, customer service, operational efficiency, etc., through an on-going parking technology assessment.

- Continuously Assess Parking Technology – It is recommended that the assessment be divided into the following categories: off-street applications, on-street applications, and enforcement applications.
- Create a Technology Master Plan – Technology changes rapidly and quickly. Many cities across the country are conducting technology master plans for their parking program to ensure that they are able to achieve an integrated system that allows system-wide communications and reporting.
- Assess Potential Off-Street Technology Enhancements – Evaluate new systems that offer the potential to reduce staffing and labor costs and/or improve customer services. These systems include:
 - Central cashiering
 - Pay-on-foot
 - Automatic Vehicle Identification (AVI)
 - Credit card in – Credit card out
 - Pay-by-space
 - Automated pay-in-lane
 - Web-based parking management platforms



City of Virginia Beach Resort Area Parking Strategy

CATEGORY 7 – COMMUNICATIONS/MARKETING/PROMOTION

One of the most responsive elements that the City can develop to improve their image and impact change with parking users is a Communication Plan. A Communication Plan provides the tools to advise guests, customers, and visitors how and where you want them to interface with the overall Parking Strategic Plan—even to the point of letting them know where to access parking facilities.

Developing a strategic communications program will impact all other elements of the management plan, from operations, customer service, revenues, and effectiveness of technology to the economic impact of the program.

For the plan to be effective, there needs to be a commitment to the time it takes to develop and execute the plan, creating the tools for the plan, and allocating the resources for the plan. Most agencies dedicate \$8 - \$11 per space, per year (including on-street spaces) for implementing a communication plan.

The communication plan development begins by creating a parking brand – this is the identity that all patrons will recognize and affix to the Resort Area’s parking program. Examples of these brands from other agencies include “SF Park” in San Francisco, CA, and “SMART PARK” in Portland, OR.

Examples of tools that can make-up a Strategic Communications Program include:

- A Coordinated Marketing Plan that crosses all elements of the parking program.
- A Resort Area parking/access website.
- A branded parking signage program.
- An upgraded Resort Area wayfinding/signage system.
- A “Branding Campaign” for the new parking/access program.
- A parking E-Bulletins for sending to users.
- A parking public relations program.
- Methods for regular personal contact with customers.
- A parking system information database that can become the central clearinghouse for parking and access information.
- A new employee parking and access options brochure/information packet to provide to businesses for their employees.
- Marketing tie-ins for parking for special events.
- An annual specific program marketing budget.
- A package of parking program electronic marketing collateral for distribution to merchants, media, and other stakeholders.
- The active development and promotion of customer input mechanisms.



City of Virginia Beach Resort Area Parking Strategy

CATEGORY 8 – FINANCIAL MANAGEMENT AND ACCOUNTING

Developing a sound financial strategy for a self-sustaining parking financial program not dependent on the City's general fund is critical. To begin that evaluation, the City should review and develop strategies to consolidate all parking revenues into a single accounting/reporting strategy which will become necessary for financing future parking facilities. This process will serve as the beginning point for determining the current status and will highlight areas where the City will need to make changes in the program to gain self-sufficiency. This process will require a carefully developed plan and strategy for community understanding and support. Many cities across the country have achieved this with a well-developed plan that includes the following elements:

- Develop internal systems for regular internal parking revenue audits.
- Create a comprehensive flow-chart summarizing all parking revenues and expenditures.
- Develop a parking rate evaluation and adjustment strategy.
- Develop a plan to adjust rates to market value over a phased time.
- Prepare parking market surveys for parking rates.
- Establish a parking facility maintenance reserve, or if one already exists, assess the adequacy and the funding rate relative to current and projected facility needs.
- As new facilities are constructed, begin a parking facility maintenance reserve fund as each new facility is opened.
- Conduct a market economic analysis of the true value of parking space in lots and facilities and determine amortized lease rates for parking space leases in lots/facilities.
- Review and increase the parking program's bonding capacity.

A review and analysis of the parking financial program will be an on-going process to catch up with where the parking fund should be to attain sufficient equity and resources to sustain a parking plan needed for the future for the Resort Area.

CATEGORY 9 – EFFECTIVE MANAGEMENT

It is important to define the critical functional elements of an effective parking management program for the Resort Area. These should be targeted and aimed at building a "best in class" approach to the parking management plan. To create an effective Resort Area parking management plan:

- Define Specific Management Program Goals
- Develop an on-going parking rate evaluation and adjustment strategy (described in more detail in the previous section, "Financial Management and Accounting"). Parking rates in the Resort Area are currently too low to be sustainable long term for the parking program and for the development of new parking facilities. The City should



City of Virginia Beach Resort Area Parking Strategy

strive to close the gap between what parking truly costs and the current parking rates in the Resort Area.

- Manage on-street spaces to achieve 15% availability, allowing adequate turnover of spaces. This means adjusting the rates to create turnover.
- Enhance special events parking/transportation coordination.
- Partner with private owners and operators of private parking lots and facilities to enhance operational efficiency and maximize use of parking spaces.
- Create a parking/access program annual report that will share with the community the state of the parking program, its services, and goals for on-going continuous improvement.
- Support continuous professional staff development.
- Conduct operations peer reviews engaging parking professionals from other cities or regions to conduct the assessment on an annual or biannual basis.
- Review and enhance energy saving options for parking facilities.
- Conduct periodic security inspections of all public parking facilities.
- Develop new parking facilities with “Crime Prevention through Environmental Design” (CPTED) strategies.
- Ensure that parking facility security systems function properly.
- Evaluate parking facility lighting and establish lighting standards.
- Assess parking access and revenue control system security procedures.
- Assess parking access and revenue control system back-up procedures.
- Assess credit card (PCI) security in all parking equipment systems where credit cards are used for parking fee payment. Conduct audits on an annual basis as is required by PCI regulations.
- Implement themed level identification signage within garages to assist parkers in knowing where they parked.
- Enhance special events parking planning and coordination internally with peer agencies and externally with event sponsors and other private parking owners.
- Maintain a consistent, comprehensive facility maintenance program, including regularly scheduled structural condition appraisals.
- Develop a parking management resource library.
- Develop internal operations manuals.
- Conduct regular facility inspections and develop a program for effective follow-up
- Develop special programs to mitigate the negative impacts of parking enforcement, considering such items as “parking angels”—people who walk around the Resort Area and insert quarters in meters about to expire, leaving a coupon message on the vehicle. Issue tickets with a coupon for a day of free parking in parking facilities, or other similar programs, to soften the ticket receipt.



City of Virginia Beach Resort Area Parking Strategy

- Consider implementing an annual surfing permit to residents which allows surfers to park in on-street spaces in the morning prior to businesses opening (perhaps valid from 5 a.m. to 9 a.m. during peak season months). Rates in other beach communities generally sell for approximately \$12 per month.

CATEGORY 10 – MANAGEMENT/ORGANIZATION/LEADERSHIP

Investing in public parking is an integral component of the Parking Management Plan. The City should evaluate and refine the parking management organization and where its organizational place is within the City to meet planning, financing, development and operation of parking programs within the context of the proposed parking program. The City should invest in parking expertise and a leadership team which can lead, guide, and manage the program going forward. To that end, the following should be completed:

- Refine and elevate the parking management organizational structure within the context of the City.
- Understand the principles behind why “Vertical Program Integration” is the single most important organizational attribute.
- As the parking program grows, grow the parking management staff. Invest in expertise for senior-level positions within the parking program. Add personnel to current parking staff who bring additional and enhanced expertise to the program. For the program to be successful it must have strong leadership and support from the City and the community.
- Once the Resort Area Parking Strategy is finalized, the City should present it to City Council for additional review and approval as City policy to ensure appropriate support and funding.
- A regular program of parking plan implementation progress reports should be developed to keep the Council apprised of the status of approved initiatives and their results.
- Develop a stakeholder “Report Card” for specific stakeholder groups. This could be combined with a feedback mechanism to create an on-going community input and program development/refinement.
- Create and develop a simple “Annual Report” which provides stakeholders with an annual view of what has been accomplished. This also should include goals for the following year.
- For the envisioned parking and integrated access management program to reach its full potential, it is critical that parking management be perceived as open, collaborative, and resourceful. To this end, the parking function should strive to reach out to various residents, business owners, visitors, and other stakeholder groups and be a positive team player.

City of Virginia Beach
**Resort Area
Parking Strategy**

**Central Beach District
Parking Management Plan**



Parking



Atlantic Ave





Central Beach District – Parking Management Plan

This Parking Management Plan includes elements which are unique to the Central Beach District, as well as some overlapping plan elements which also will appear in the two adjoining districts due to the interlinking relationships of the districts.

The recommendations for the Central Beach District are the result of community intercept surveys, community input gathered via questionnaire at a community information meeting, Resort Area Parking Committee members' concerns, and input from businesses in the district. These recommendations are also the result of the detailed parking study conducted by Kimley-Horn, based on current use of parking inventories, management evaluations, and forecast for future development within the district and the forecasted parking inventories needed for the district.

Recommendations included in this ***draft document*** section primarily are the result of information from previous studies, reviews of current policies and management of the public parking inventories, reviews and observations of operations of private lots, and input from community stakeholder meetings and the Council-appointed Resort Area Parking Committee.

Additional recommendations will be added over the next few weeks as the parking use data and forecasted parking needs analysis are completed and incorporated into the draft report. Those recommendations will supplement, enhance, and strengthen the recommendations below.

RESIDENTIAL PERMIT PARKING PROGRAM RECOMMENDATIONS

1. Reassess Residential Permit Parking Program

Typical residential permit parking (RPP) programs across the country are designed to protect neighborhoods from non-residential parking and traffic impacts through establishing regulations, distributing permits, and enforcing those regulations. The typical program's regulations are established following an engineering study to determine the days and hours that the non-residential impacts are occurring and the on-going significance of these issues. As a result of those efforts, regulations and programs are established to respond to only those times when the non-residential parking issues are a problem.



City of Virginia Beach Resort Area Parking Strategy

In the case of the Resort Area's RPP program, the regulations are not effectively removing the non-residential parking impacts from the neighborhoods. A current engineering study is needed to determine the appropriate response to address the issues. Programs and regulations which respond to the impacts are the appropriate solution. The study will analyze and determine the appropriate recommendations to solve the neighborhood issues..

Examples and recommendations include the following:

- Regulation hours should correspond to when the impacts are occurring. If they are weekend evenings, during peak season, then regulations should be seasonal, weekend evening hours only. Automatically implementing a 24-hour, year-round program does not solve the current problems. In fact, they exacerbate the problem, as the current 24-hour program just relocates the problem from one street to surrounding residential streets. In short order, an entire neighborhood becomes a 24-hour enforcement program, which is in conflict with the City's vision for the Resort Area. Additionally, 24-hour enforcement programs are difficult for residents to live in. They also are difficult and expensive for the City to manage. A 24-hour enforcement program requires enforcement staffing 24 hours per day, seven days per week—quickly becoming cost prohibitive, jeopardizing the effectiveness of a 24-hour RPP program. Therefore, 24-hour enforcement of the RPP programs is not recommended.
- Should the community and City staff determine that a 24-hour RPP still be established for the RPP "hot spots," the following recommendations are offered to enhance the program:
 - Establish the 24-hour districts with a "sunset clause" to correspond with eliminating employee parking in the neighborhoods. A well-established and implemented parking management plan has, in some cases, eliminated the need for a residential permit program in similar communities. The sunset clause will phase out the 24-hour enforcement over time as this parking strategy is realized.
 - Allow employees to park within the 24-hour RPP zones in the short-term until additional off-street parking can be established.
 - As discussed above, a 24-hour RPP places an additional financial burden on the City to manage and effectively enforce the program. As a result, those residential streets that elect to petition for 24-hour enforcement programs should be required to pay annual fees to obtain permits (both permanent and guest permits) to cover the additional cost burden of the program.
- If the full Resort Area Parking Strategy is implemented, including adjustments to the employee permit issuance, the need for an RPP program will be diminished, if not determined to be completely unnecessary, over time. In many communities where well-planned and well-executed parking programs are implemented in areas which are generating excessive parking and traffic inventories, RPP programs are not needed and are



City of Virginia Beach Resort Area Parking Strategy

not implemented. The nearby residential communities remain unimpacted and are safe, quiet streets for residents to live.

- Create and install clear, identifiable, on-street parking signs to eliminate confusion for the RPP regulations.
- Current parking citation penalties are too low to serve as a deterrent for employee and non-resident parkers without proper parking permits. It is recommended that the City evaluate and adjust the penalty schedule (Section 21-358) for illegal parking in the RPP zones. The fees are a similar range to daily parking in some commercial lots during the peak summer season. Penalties should be evaluated and adjusted on a periodic basis. Most cities review all parking penalty fees every two to three years or as enforcement costs increase.

2. Reassess Policies and Regulations for Employee Permit Issuance in RPP Districts

One of the most significant challenges to the success of the RPP program for residents in the Resort Area is the issuance and the volume of issuance of employee permits within the RPP Districts. Similar to the need for a third-party analysis of the RPP program, a detailed engineering analysis is needed to recommend ways to reduce and eventually eliminate employee parking within the residential neighborhoods.

A third-party analysis of the residential street and neighborhoods would determine the number of curb lane parking spaces on neighborhood streets. This would allow the City to begin to execute a series of strategies to diminish and ultimately eliminate the need for permit issuance to employees in residential neighborhoods. Sample recommendations that should be applied once the engineering analysis is completed as follows:

- Place a cap on the number of permits issued to employers for employee parking. Over a phased three- to five-year time period, annually reduce the number of permits issued until the issuance of permits to employees for parking in neighborhoods is ultimately eliminated.
- Assign specific areas for on-street employee parking until alternative employee parking is provided. This will eliminate the over demand and excessive search for spaces on residential streets.
- Identify proximity zones that correlate to the location of each business and provide those businesses parking permits that are only valid within that particular zone. This will help manage the number of permits issued compared to on-street parking inventory and reduce the abuse of business permits within the RPP.
- Permit fees for permits issued in the RPP are too low. They should be increased to a point of being a deterrent for employees to select RPP parking as their first choice for employee parking.



City of Virginia Beach Resort Area Parking Strategy

- Quick, intermediate parking locations for providing employee parking spaces within commercial areas should be sought. This solution should not just be a City-provided solution. Businesses and employers should participate in solving the parking impacts in the surrounding residential neighborhoods and jointly work to find temporary and permanent parking inventories for employee parking.
- The approach to these issues needs to be a joint City/business owner/property owner-based solution. For the entire Resort Area to be successful, one value that needs to be embraced is that everyone wins—including the residential neighborhoods. In many communities where new development areas are emerging, the responsibility and burden for being good neighbors and not impacting surrounding residential communities is placed squarely, on the shoulders of the developers, owners, managers, and businesses owners. They are charged with ensuring that their employees and customers are not disturbing and causing noise, safety, traffic, and parking issues on the surrounding residential streets and neighborhoods. The City also must participate in this problem solving.
- The City should incorporate within their tenant and permitting approval process a mandate that future businesses must provide an employee parking plan as part of the approval process. The plan should include where employee parking will be provided and eliminate the increasing tendency for businesses to continue to expect that employee parking will be provided within residential neighborhoods or provided by the City in their parking facilities. This is critical to the overall economic development of the Resort Area and especially important as these districts expand with intensified development in the future.
- Parking rates in public garages and private lots for employees should not be lower than market parking rates. They should be increased as appropriate to cover the cost of constructing park spaces, operating, and maintaining parking inventories. Employee parking is not free and should not be undervalued—the high cost of parking is paid by the marketplace and Virginia Beach's residents and guests. Employers and employees will need to recognize and embrace that the cost of doing business includes the cost of market-based parking rates for parking spaces within the Resort District.

3. Stripe On-Street Parking within RPP Hot Spots

The on-street parking spaces within the RPP Hot Spots (e.g., 16th Street, 23rd Street, 24th Street, etc.) identified by City staff through analysis of the violations issued should be striped and numbered. Striping and delineating these spaces will provide clarity to the users and could reduce the occurrences of illegally-parked vehicles (i.e., double parked). When delineating each space, a corresponding number should be assigned to each space by street and direction. For example, the first non-metered on-street parking space on the northern curb on 16th Street could be numbered 16-1. The numbers can then be relayed by parking operations and/or the Virginia Beach Police Department to the towing service once a ticket has been issued.



City of Virginia Beach Resort Area Parking Strategy

PARKING INVENTORY RECOMMENDATIONS

1. Collaborate with Private Parking Lot Owners and Operators

As part of the overall Resort Area parking plan, the City and its parking management group should collaborate with parking lot owners and operators to mutually support, market and assist each other in developing management and marketing strategies for utilizing all parking inventories. The goal and objective of year-round economic development of the Resort Area is for everyone to gain by having more customers in restaurants, hotels, and shops. That begins by making sure that customers have parking inventories. Rather than the City and the private owners viewing the parking as competing entities, they should partner so that the true winners are the customers. That requires trust, partnering for marketing opportunities, and seeking mutually agreeable strategies to support each other and especially the customers. Periodic meetings should be held to discuss and plan strategies for joint efforts.

2. Create Additional Off-Street Parking Inventory for the Short Term

The City should explore opportunities to create additional parking inventory out of City parcels that are currently being underused. Although existing occupancy counts indicated a surplus of parking on a typical weekday and weekend, the additional parking created could be used for special events and/or potential parking for RPP businesses. City staff indicated two potential lots: the old library site on 18th Street and the old EMS building.

3. Off-Season, On-Street Parking Adjustments

The City should explore short-term non-seasonal adjustments to on-street parking which will allow additional parking for patrons. These measures should be consider short term only and will need to be reviewed and adjusted on an annual basis. As the Resort Area becomes a year-round destination, parking management adjustments will need to be made for improved traffic flows, access to the Resort Area, and maximum use of parking inventories. In addition to not charging for on-street parking during the off-season, adjustments to on-street parking locations also can be reviewed as a short-term interim solution.

4. Improve the 19th Street Corridor

As identified in the RASAP plan, with the adoption of Form-Based Code, and the presumption of the light rail extension into Virginia Beach, the 19th Street corridor will undoubtedly continue to change in the forthcoming years. Some of that transformation is already realized as a result of the Convention Center. Roadway improvements that front the Convention Center provide adequate



City of Virginia Beach Resort Area Parking Strategy

access and mobility for multiple modes of transportation. The Convention Center is supported by a significant inventory of approximately 2,150 parking spaces. The inventory is often either underutilized or mostly vacant. The inventory is only typically used during Convention Center events and special events/holiday weekends because it is “disconnected” from the Resort Area. 19th Street could become the vital “connection” between the Resort Area and the Convention Center, thereby realizing the unused inventory of parking spaces at the Convention Center.

Creating a strategy to promote and foster the use of the Convention Center parking facility could provide a positive impact on the parking issues in the Resort Area. Improving the 19th Street corridor in the near term will unlock the “unused” inventory during the peak season when it’s most needed. Through the 19th Street planning design project currently underway, the City should ensure that the improvements involved in reducing the current four-lane typical section into a two- or three-lane typical section include adequate right-of-way to construct wide sidewalks, bike lanes, and/or multi-use paths. Other conveniences that promote a pleasant and safe experience along the corridor should also be considered that include crosswalks, street lighting, street furniture. Creating this positive experience will promote increased safety and walkability/rideability to and from the Resort Area.

Another integral part of this transformation includes a program by the City to actively promote the Convention Center parking as a “Bicycle Park-and-Ride” for Hampton Roads residents. Additional bicycle racks should be installed throughout the Resort Area and along the Boardwalk to provide for more convenient bicycle parking. Additionally, business owners could offer incentives for their employees to use this parking. The program could be promoted as free, or free for Virginia Beach residents and a nominal fee for others. Promotion of a “Bicycle Park-and-Ride” facility enables the residents of Hampton Roads a convenient, free or low cost place to park, with an inviting connection to the Resort Area so they may enjoy the amenities of the Oceanfront while avoiding and reducing congestion along Atlantic Avenue and Pacific Avenue. This opportunity has the potential to create a short term solution without constructing additional parking while maintaining consistency with the future vision for the corridor.

FUTURE PARKING DEVELOPMENT RECOMMENDATIONS

1. Future Parking associated with Form-Based Code Development

The future development parking calculations are still being established. Recommendations towards future parking demands, future parking development, and future parking funding will be provided in the final report.



City of Virginia Beach Resort Area Parking Strategy

OTHER RECOMMENDATIONS

1. Install Wayfinding to Identify Parking Facilities and Parking Space Identification Technologies

New technologies allow the City and private owners to provide motorists with real-time information about parking availability and best travel paths for finding parking. The City should explore providing these technologies and partner with parking owners within the District to jointly collaborate in providing static and dynamic signage and real-time technologies to assist guests and visitors in identifying and locating available parking inventories.

A growing number of cities are developing and implementing plans for parking technologies that direct guests and visitors to streets and parking facilities (public and private) to expedite trips, maximize parking inventories, reduce traffic congestions, and vehicle queuing, and improve air quality. Not only will there be more customers, but also traffic will move more easily, customers will be able to get to their destinations quickly, and customers will be able to make parking location choices based on availability of parking inventories. Many of these types of systems and technologies also include smart phone applications to alert patrons to available parking in real time. This means that customers often receive data that is current within five minutes of their arrival.

2. Reassess Parking Rates throughout the Resort Area

The City should reassess the parking rates and times for the Resort Area. The data collection effort for the Central Beach District indicated that the metered spaces currently experience a longer duration and lower turnover rate than parking spaces in off-street facilities. Currently, the meters allow for a three-hour maximum, and the total cost to park at a meter is less than the rate to park in a City lot for three hours. The rates should be established to encourage high turnover and shorter duration at the meters, encouraging long-term parking in the off-street facilities. Higher hourly rates should be implemented at on-street metered spaces, and parking structure rates encourage long-term parking in off-street lots and structures.

City of Virginia Beach
**Resort Area
Parking Strategy**

**Governance, Management,
and Facilities Development
Plan**

Parking

Atlantic Ave





City of Virginia Beach Resort Area Parking Strategy

Governance, Management, and Facilities Development Plan

The plan identifies the various options that are available to the City for structuring the development of future parking facilities as a result of adoption of the Form-Based Code. It provides an analysis of types of entities and governing authority for planning, financing and construction of proposed facilities. Options identified would apply to the entire Resort Area, but different strategies may be utilized in various districts based on the type of district, and potential private developer opportunities or public/private opportunities for proposed mixed-use facilities or mixed-use parking facilities.

This plan also provides the elements and processes which will need to be undertaken to engage in establishing the governing authority. This plan will not attempt to analyze and recommend the final plan for the Resort Area, due to the time constraints and limited scope of this study.

Recommendations included in this ***draft document*** section primarily are the result of information from previous studies, reviews of current policies and management of the public parking program, and reviews of regional and national industry analysis. These recommendations will be incorporated over the next few weeks as the analysis for this effort is completed.